



# 4.0 IMPLEMENTATION

## 4.1 Implementation Approach

The master site plan for the Federal Center incorporates a phased implementation and disposition strategy. In this section two framework plans, seven phasing plans, a new federal building plan, and an implementation framework flowchart provide a guide to the implementation of the development strategy.

Site improvements and development recommendations included in the master site plan incorporate and are based in part on GSA's existing overall building portfolio strategy for the site. The implementation of the plan will be phased across the following three broad timeframes:

- Short-term site improvements, policies and actions, and redevelopment to be implemented over 0–5 years.
- Mid-term site improvements and redevelopment to be implemented over 6–15 years.
- Long-term site improvements and redevelopment to be implemented beyond a 15-year period.

The St. Anthony Hospital and RTD Intermodal Station projects are anticipated to open at the end of the short-term timeframe. Therefore, the greatest opportunities for redevelopment on the site will likely occur during the mid-term time period. Current and future planned infrastructure and capital projects on the Federal Center campus will also influence phasing and implementation of future redevelopment opportunities within the property. These programmed improvements might include one or more of the following:

- Existing building and facility upgrades and modernizations, correction of deferred maintenance requirements, and security enhancements.
- Demolition of existing excess buildings and site clearance for future redevelopment.
- Access and egress improvements for site circulation and security.
- Power system upgrades for looped power supply and systemwide maintenance.
- Water and sanitary sewer system relocation, upgrades, and maintenance for service area requirements.
- Stormwater, drainage, and open space improvements and upgrades to provide for water quality and flood flow control while enhancing open space quality, including retention or detention ponds and storage.
- Roadway and parking lot extension, expansion, seal coating, repair, and striping.

## 4.2 Implementation Process

On July 18, 2007 an implementation workshop was held with GSA staff and selected personnel to review and discuss the range of options and outcomes that should be considered as GSA move forward with implementation of the master plan. The following section highlights various issues discussed and summarizes the implementation recommendations.

Implementation of any master site plan needs to be market-driven and based in economic and political reality. However, to position the property to respond to those conditions in a manner that best serves the Federal government's long-term interests, a series of actions and decisions will be required.

Primary among the steps required for implementation is to define the land areas and parcels that can be made available for development, along with appropriate timing, terms and conditions for that development. Most importantly, the tools and mechanisms available for implementation must also be clearly identified. Planning and impact analysis in the surrounding market and community, such as utility infrastructure and roadway improvements, must also be considered in phasing development.

Exhibit: 4.1; Federal Center Aerial Photograph



Source Image ID: Matrix Design Group, 2005

### 4.3 Framework Plans

The two framework plans shown in Exhibits 4.2 and Exhibit 4.3 provide a foundation on which to prepare the Federal Center for phased implementation. These plans lay out the necessary roadway and open space components that are considered mandatory framework components. These key roads enable clear circulation through both the Federal District to the east and the Development District to the west. The mandated open space areas incorporate the Federal Quad as the primary urban gathering space within the Federal District, and McIntyre Gulch and the existing Agricultural Ditch, both being important drainage, wildlife and recreation corridors within both the Federal District and the Development District

**The Development Framework Plan (Exhibit 4.2)** focuses on the area in the immediate vicinity of the RTD Intermodal Station and St. Anthony Hospital and includes:

- A pattern of east/west streets and utility corridors to connect the Intermodal Station to the existing Federal Center and to the surrounding Union Boulevard development.
- The construction of Routt Street with construction of bicycle lanes from Alameda Avenue to North Avenue
- Initial Enhancement of McIntyre Gulch Greenway

**The Federal District Framework Plan (Exhibit 4.3)** outlines the addition improvements for the portion of the site with the highest concentration of existing buildings and includes:

- New streets and utility corridors that define the location of the Quad.
- Existing major streets in the federal campus to be retained and upgraded.
- Continued enhancement of greenways along McIntyre Gulch and the Agriculture Ditch.

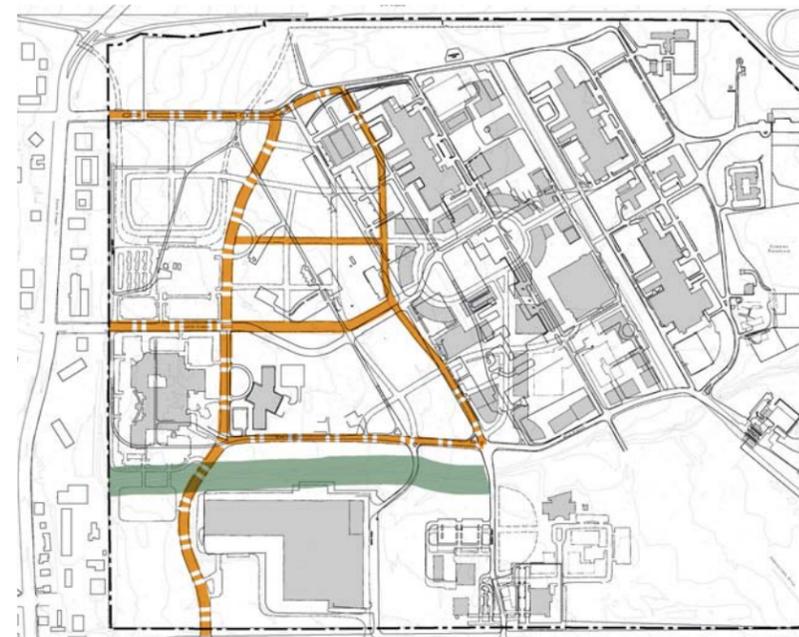
### 4.4 Phased Implementation Plans

Exhibits 4.4 through 4.10 delineate demolition plans and the corresponding new building development. A full list of proposed short, mid, and long-term hold buildings is found in Appendix A of the DFC EIS. The highlights of each demolition and building phase are listed below:

#### Phase 1: Demolition Plan (Exhibit 4.4)

- Demolition of short-term hold buildings including several in proximity to the Intermodal Station and the surrounding Transit Oriented Development (TOD) zone .

Exhibit 4.2: Development Framework Plan



Source: EDAW

Exhibit 4.3: Federal District Framework Plan



Source: EDAW



Exhibit 4.4: Phase 1 Demolition Plan

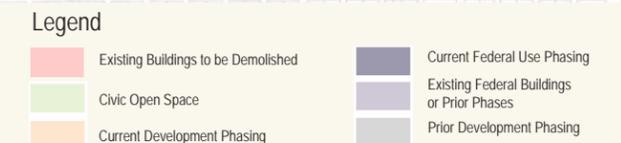


Source: EDAW

Exhibit 4.5: Phase 1 Development Plan



Source: EDAW



**Phase 1: Development Plan (Exhibit 4.5)**

- The development of a neighborhood retail center near existing Post Office along Alameda Ave.
- The development of blocks in the Mixed Use Core and Office Center Districts in the immediate vicinity to the Intermodal Station.
- Several new buildings as can be implemented in the Federal Campus District on available sites.

**Phase 2a: Demolition Plan (Exhibit 4.6)**

- Demolition of buildings as replacement space is available for tenant needs in the Mixed-Use Core District.
- Demolition of buildings as replacement space is available for tenant needs in the Federal Campus District adjacent to the Quad.
- Demolition of additional small structures throughout the campus.

**Phase 2a: Development Plan (Exhibit 4.7)**

- Build out of the Office Center to the north.
- Build out of the Mixed-Use Core District to the south.
- Initial development of the Research and Development District.
- Development of buildings as can be implemented in the Federal Campus along the quad and to the immediate north and south of the Quad.
- Initial development of the Quad Green.
- Proposed development of a shared community/recreation facility in the Neighborhood Center.

**Phase 2b: Demolition Plan (Exhibit 4.8)**

- Demolition of Buildings as replacement space is available for tenant needs on the eastern edge of the Quad.

**Phase 2b: Development Plan (Exhibit 4.9)**

- Completion of the Office Center District along 6th Avenue and around Building 67.
- Addition R&D Development to link the Research and Development District to the Quad.
- New Buildings in the Federal Campus as can be implemented to complete the Federal Quad District.
- Completion of the Quad Green.

Exhibit: 4.6; Phase 2a Demolition Plan



Source: EDAW

Exhibit: 4.7; Phase 2a Development Plan



Source: EDAW

**Legend**

- |                                     |  |
|-------------------------------------|--|
| Existing Buildings to be Demolished | Current Federal Use Phasing                |
| Civic Open Space                    | Existing Federal Buildings or Prior Phases |
| Current Development Phasing         | Prior Development Phasing                  |

Exhibit: 4.8; Phase 2b Demolition Plan



Source: EDAW

Exhibit: 4.9; Phase 2b Development Plan



Source: EDAW

**Phase 3: Development Plan (Exhibit 4.10)**

- No Demolition is anticipated in this phase.
- Completion of the Mixed-Use Core District and linking this district to the Quad.
- Completion of the R&D District along McIntyre Gulch.
- Additional infill buildings as can be implemented in the Federal Campus Districts.

Exhibit: 4.10; Phase 3 Development Plan



Source: EDAW

**Legend**

- |   |  |
|---|--|
|  Existing Buildings to be Demolished |  Current Federal Use Phasing                |
|  Civic Open Space                    |  Existing Federal Buildings or Prior Phases |
|  Current Development Phasing         |  Prior Development Phasing                  |

## 4.5 Implementation Alternatives

There are several different approaches available to GSA for the implementation of the master site plan. Each of which comes with a different level of “risk and reward.” During the implementation workshop, the following alternative implementation structures were reviewed and discussed. A detailed review and analysis of the advantages and disadvantages of each will allow GSA to then determine a level of “Risk and Reward” strategy.

- **GSA Developer Strategy** – under this strategy, GSA assumes the role of “lead developer,” which then sells or leases individual development parcels over time as replacement space is available for tenant needs.
- **“Super-Block” Strategy** – under this strategy, a phased approach is taken that identifies and sells or leases 3 to 4 major phased development parcels.
- **Master Developer Strategy** - under this strategy, land is sold to a single lead developer. Specifically, a Master Developer Strategy would establish a contractual relationship between GSA and a private developer to encourage private investment, with a controlled, but market-driven development schedule and approach.

## 4.6 Funding Mechanisms

Multiple funding sources will be required to economically improve and redevelop the Federal Center property because of the inherently higher costs associated with demolition, environmental remediation, and phased development. The overarching goal is to create public-private partnerships to optimally leverage traditional developer contributions against the wide array of public funding mechanisms. A detailed cost and revenue model and financial plan should be prepared to evaluate the potential availability and use of the following funding sources:

- Traditional and New Federal Funding Sources through GSA
- Private developer investment
- Title 32 Metropolitan Districts
- Water and sewer tap fees
- City of Lakewood Impact Fees
- City of Lakewood storm water utility service charges
- Tax Increment Financing (TIF)
- Special levies and assessments
- State and Federal funds.

## 4.7 Implementation Action Plan Summary

Based on the discussion of the preceding issues and strategies, a series of future actions by GSA will be required to implement the plan. A summary of implementation recommendations, therefore, is provided as part of this master site plan, including the following steps:

- **Step 1:** Project Definition and Appropriate Redevelopment Strategy
- **Step 2:** Prepare a Request for Qualifications (RFQ) Package
- **Step 3:** Conduct Proposal Process to Evaluate and Select a Preferred Proposal
- **Step 4:** Negotiate a Memorandum of Understanding (MOU)
- **Step 5:** Preferred Developer(s) Conduct Due Diligence
- **Step 6:** Negotiate Disposition and Development Agreement (DDA)

Exhibit 4:11; Implementation Framework Flowchart illustrates the general steps for implementation.

## 4.8 Summary of Next Steps and Recommendations

In summary, there are several steps outlined above that GSA must consider and take as it works towards actual implementation of the Master Plan. First, GSA must work to identify and prioritize the needs and requirements for the Federal facility. Secondly, replacement space needs to be identified for federal tenants on a case by case basis before demolition of existing federal buildings. Thirdly, GSA must continue to explore and define the available tools, mechanisms and authorities that exist now and in the future for implementation. Only then can a specific strategy be determined.

During the implementation process the master site plan must be a flexible plan in order to allow continued refinement and to capitalize on future changes and opportunities. All of this needs to be performed with a keen awareness of the market dynamics, federal government priorities, federal tenant needs, and the cooperation and partnership of the surrounding community.

Finally, completion of this master site plan is the first milestone toward the vision of a new world class federal campus. The implementation framework outlined in this chapter is the next critical action in this process to make the vision a reality.

Exhibit: 4.11; Implementation Framework Flowchart

